

June 15, 2004 CPG
July 28, 2004 BS



STAFF'S
REQUEST ANALYSIS
AND
RECOMMENDATION

04SN0249

Greenbriar Development LLC

Bermuda Magisterial District
Harrowgate Elementary, Carver Middle and Matoaca High School Attendance Zones
North line of Heritage Drive

REQUEST: Rezoning from Agricultural (A) to Residential (R-12).

PROPOSED LAND USE:

A single family residential subdivision with a minimum lot size of 12,000 square feet is planned. Proffered Condition 8 provides the development will have a maximum density of 1.85 dwelling units per acre, yielding approximately fifty-nine (59) lots.

PLANNING COMMISSION RECOMMENDATION

RECOMMEND APPROVAL AND ACCEPTANCE OF THE PROFFERED CONDITIONS ON PAGES 2 AND 3.

AYES: MESSRS. GECKER, LITTON, GULLEY AND WILSON.
NAY: MR. BASS.

STAFF RECOMMENDATION

Recommend approval for the following reasons:

- A. The proposed zoning and land use conform to the Southern and Western Area Plan which suggests the property is appropriate for residential use of 2.51 to 4.0 units per acre and is representative of existing and anticipated area development.

- B. The proffered conditions address the impacts of this proposed development on necessary capital facilities, as outlined in the Zoning Ordinance and Comprehensive Plan. Specifically, the need for transportation, schools, parks, libraries and fire stations is identified in the County's adopted Public Facilities Plan, the Thoroughfare Plan and Capital Improvement Program and the impact of this development is discussed herein. The proffered conditions adequately mitigate the impact on capital facilities, thereby insuring that adequate service levels are maintained as necessary to protect the health, safety and welfare of County citizens.

(NOTE: THE ONLY CONDITION THAT MAY BE IMPOSED IS A BUFFER CONDITION. THE PROPERTY OWNER MAY PROFFER OTHER CONDITIONS. THE CONDITIONS NOTED WITH "STAFF/CPC" WERE AGREED UPON BY BOTH STAFF AND THE COMMISSION. CONDITIONS WITH ONLY A "STAFF" ARE RECOMMENDED SOLELY BY STAFF. CONDITIONS WITH ONLY A "CPC" ARE ADDITIONAL CONDITIONS RECOMMENDED BY THE PLANNING COMMISSION.)

PROFFERED CONDITIONS

- | | | |
|-------------|----|---|
| (STAFF/CPC) | 1. | The public water and wastewater systems shall be used. (U) |
| (STAFF/CPC) | 2. | Except for timbering approved by the Virginia State Department of Forestry for the purpose of removing dead or diseased trees, there shall be no timbering on the Property until a land disturbance permit has been obtained from the Environmental Engineering Department and the approved devices installed. (EE) |
| (STAFF/CPC) | 3. | All exposed portions of the foundation of each dwelling unit shall be faced with brick or stone veneer. (BI & P) |
| (STAFF/CPC) | 4. | The minimum gross floor area for one (1) story dwelling units shall be 1,600 square feet and dwelling units with more than one story shall have a minimum gross floor area of 1,800 square feet. (BI & P) |
| (STAFF/CPC) | 5. | The applicant, subdivider or assignee(s) shall pay the following to the County of Chesterfield prior to the issuance of building permit for infrastructure improvements within the service district for the property:

a. \$9,000 per dwelling unit, if paid prior to July 1, 2004; or
b. The amount approved by the Board of Supervisors not to exceed \$9,000 per dwelling unit adjusted upward by any increases in the Marshall and Swift Building Cost Index between July 1, 2003, and July 1 of the fiscal year in which the payment is made if paid after June 30, 2004. |

- c. In the event the cash payment is not used for the purpose for which proffered within fifteen (15) years of receipt, the cash shall be returned in full to the payor. (B&M)

- (STAFF/CPC) 6. No direct access shall be provided from the property to Heritage Drive. (T & P)
- (STAFF/CPC) 7. The overall average lot size of the development shall be a minimum of 20,150 square feet. (P)
- (STAFF/CPC) 8. The development shall not exceed a density of 1.85 dwelling units per acre. (P)

GENERAL INFORMATION

Location:

North line of Heritage Drive, west of Harrowgate Road. Tax IDs 791-640-6935, 792-639-Part of 1731 and 792-640-Part of 5335 (Sheet 34).

Existing Zoning:

A

Size:

31.6 acres

Existing Land Use:

Vacant

Adjacent Zoning and Land Use:

North - R-12; Single family residential or vacant
South - A; Single family residential or vacant
East - A; Single family residential or vacant
West - R-12 and R-15; Single family residential or vacant

UTILITIES

Public Water System:

There is an existing twelve (12) inch water line extending along the west side of Harrowgate Road approximately 1,100 feet east of this site. In addition, six (6) inch water lines extend

along Horseshoe Bend Drive and Whitebirch Drive adjacent to the southwest boundary of this site. Use of the public water system is intended and has been proffered by the applicant (Proffered Condition 1). Preliminary investigation of the water pressure available in this area indicate that an off-site extension of a twelve (12) inch water line from Harrowgate Road, coupled with an on-site water line connecting to the existing line in Horseshoe Bend Drive, will be necessary to provide adequate fire flow in this development.

Public Wastewater System:

A twenty-one (21) inch wastewater trunk line extends along Timsberry Creek adjacent to the northern boundary of the request site. Use of the public wastewater system is intended and has been proffered by the applicant. (Proffered Condition 1)

ENVIRONMENTAL

Drainage and Erosion:

The property drains north to Timsberry Creek and then east under Harrowgate Road. There are currently no on- or off-site drainage or erosion problems with none anticipated after development. The property is wooded and should not be timbered without first obtaining a land disturbance permit from the Environmental Engineering Department (Proffered Condition 2). This will insure that adequate erosion control measures are in place prior to any land disturbance permit.

A house that was constructed in 1957 is located approximately 1000 feet to the east of the property where Timsberry Creek flows under Harrowgate Road and is subject to flooding several times a year.

Water Quality

The northern border of the property consists of Timsberry Creek and another tributary, both perennial streams that will limit the uses inside the Resource Protection Area (RPA).

PUBLIC FACILITIES

The need for roads, schools, parks, libraries, fire stations and transportation facilities is identified in the Public Facilities Plan, the Thoroughfare Plan and the Capital Improvement Program and further detailed by specific departments in the applicable section of this "Request Analysis". This development will have an impact on these facilities.

Fire Service:

The Public Facilities Plan indicates that emergency services calls are expected to increase forty-four (44) to seventy-eight (78) percent by 2022. Six (6) new fire/rescue stations are recommended for construction by 2022 in the Plan. In addition to the six (6) new stations,

the Plan also recommends the expansion of five (5) existing stations. Based on approximately sixty (60) dwelling units, this request will generate approximately thirteen (13) calls for fire and rescue services each year. The applicant has addressed the impact on fire and EMS. (Proffered Condition 5)

The Chester Fire Station, Company Number 1, and Bensley Bermuda Volunteer Rescue Squad currently provide fire protection and emergency medical service. When the property is developed, the number of hydrants, quantity of water needed for fire protection and access requirements will be evaluated during the plans review process.

Schools:

Approximately thirty-one (31) students will be generated by this development. This site lies in the Harrowgate Elementary School attendance zone: capacity – 515 enrollment – 640; Carver Middle School zone: capacity – 1,222, enrollment – 1,469; and Matoaca High School zone: capacity – 1,573, enrollment – 1,233.

This will have an impact on the elementary and middle school involved with this request. There are currently fifteen (15) trailers at Harrowgate Elementary and six (6) trailers at Carver Middle. The applicant has offered measures to assist in mitigating the impact on schools. (Proffered Condition 5)

Libraries:

Consistent with the Board of Supervisors' Policy, the impact of development on library services is assessed countywide. Based on projected population growth, the Public Facilities Plan identifies a need for additional library space throughout the County. Even if the facility improvements that have been made since the Public Facilities Plan was published are taken into account, there is still an unmet need for additional library space throughout the County. Development of this property could impact the Chester Library. The Plan indicates a need for additional library space in this area of the County. The applicant has offered measures to assist in mitigating the impact on libraries. (Proffered Condition 5)

Parks and Recreation:

The Public Facilities Plan identifies the need for four (4) new regional parks. In addition, there is currently a shortage of community park acreage in the County. The Plan identifies a need for 625 acres of regional park space and 116 acres of community park space by 2015. The Plan also identifies the need for neighborhood parks and special purpose parks and makes suggestions for their locations. The Plan also identifies the unmet demand for greenways and trails in Chesterfield.

The applicant has offered measures to assist in mitigating the impact of this proposed development on these Parks and Recreation facilities. (Proffered Condition 5)

Transportation:

The property (31.6 acres) is currently zoned Agricultural (A). The applicant is requesting rezoning to Residential (R-12). The applicant prepared a preliminary plan for development, which shows subdividing the property into sixty (60) lots. Based on single-family trip rates, development could generate approximately 650 average daily trips. These vehicles will be initially distributed through streets in Greenbriar Subdivision to Treely Road, which had a 2004 traffic count of 409 vehicles per day.

The property has frontage along Heritage Drive. Heritage Drive is a narrow road with no shoulders. If access were provided to Heritage Drive, it would need to be improved to facilitate traffic generated by this development. In order to address neighborhood concerns, the applicant has proffered that no direct access will be provided from the property to Heritage Drive. (Proffered Condition 6)

Included in the Subdivision Ordinance is the Planning Commission's Stub Road Policy. The Policy suggests that subdivision streets anticipated to carry 1,500 vehicles per day or more should be designed as "no-lot frontage" collector roads. The streets in Greenbriar Subdivision were developed prior to the adoption of the Stub Road Policy. A new section of Greenbriar Subdivision, consisting of fifty-four (54) lots, is currently being developed. Without access to Heritage Drive, traffic generated by the new Greenbriar section and by this development will travel along streets in Greenbriar Subdivision. Override Drive, Carmel Drive and Greenbriar Drive are the subdivision streets that are anticipated to be used in traveling from Treely Road to these two (2) new developments. The 2004 traffic counts on these streets are: Override Drive - 467 vehicles per day; Carmel Drive - 40 vehicles per day; and Greenbriar Drive - 894 vehicles per day. Traffic generated by the two (2) new developments traveling along the subdivision streets within Greenbriar Subdivision is not anticipated to exceed the acceptable subdivision street volume as defined by the Stub Road Policy.

The applicant has proffered to contribute cash, in an amount consistent with the Board of Supervisors' Policy, towards mitigating the traffic impact of the residential development (Proffered Condition 5). As development continues in this part of the county, traffic volumes on area roads will substantially increase. Cash proffers alone will not cover the cost of the improvements needed to accommodate the traffic increases. No road improvement projects in this part of the County are included in the Six-Year Improvement Plan, other than a turn lane improvement project at the Treely Road/Harrowgate Road intersection.

At time of tentative subdivision review, specific recommendations will be provided regarding the internal street network.

Financial Impact on Capital Facilities:

		PER UNIT
Potential Number of New Dwelling Units	58*	1.00
Population Increase	157.76	2.72
Number of New Students		
Elementary	13.92	0.24
Middle	7.54	0.13
High	9.86	0.17
TOTAL	31.32	0.54
Net Cost for Schools	281,126	4,847
Net Cost for Parks	40,194	693
Net Cost for Libraries	21,750	375
Net Cost for Fire Stations	23,258	401
Average Net Cost for Roads	238,322	4,109
TOTAL NET COST	604,650	10,425

*Based on an average actual yield of 1.86 units per acre. Actual number of units and corresponding impact may vary.

As noted, this proposed development will have an impact on capital facilities. Staff has calculated the fiscal impact of every new dwelling unit on schools, roads, parks, libraries and fire stations at \$10,425 per unit. The applicant has been advised that a maximum proffer of \$9,000 per unit would defray the cost of the capital facilities necessitated by this proposed development. Consistent with the Board of Supervisors' Policy, and proffers accepted from other applicants, the applicant has offered cash to assist in defraying the cost of this proposed zoning on such capital facilities. (Proffered Condition 5)

Note that circumstances relevant to this case, as presented by the applicant, have been reviewed and it has been determined that it is appropriate to accept the maximum cash proffer in this case.

LAND USE

Comprehensive Plan:

Lies within the boundaries of the Southern and Western Area Plan which suggests the property is appropriate for residential use of 2.51 to 4.0 units per acre.

Area Development Trends:

Area properties are zoned residentially and agriculturally and are occupied by single family residences or are vacant. It is anticipated that single family residential zoning and land use will continue in the area as suggested by the Plan.

Comparison of Area Density:

Lots within this development will have sole access through Greenbriar Subdivision to the east which has developed with a density of approximately 1.85 units per acre. Proffered Condition 8 provides this development will have a maximum density of 1.85 dwelling units per acre.

Comparison Lot Size:

As previously noted, lots within this development will have sole access through Greenbriar Subdivision. Greenbriar Subdivision has an average lot size of 20,150 square feet. Proffered Condition 7 provides the average lot size of this development will be a minimum of 20,150 square feet.

House Sizes and Treatment:

Proffered conditions address minimum house sizes and foundation treatment. (Proffered Conditions 3 and 4)

CONCLUSIONS

The proposed zoning and land use conform to the Southern and Western Area Plan which suggests the property is appropriate for residential use of 2.51 to 4.0 units per acre and is representative of existing and anticipated area development. A proffered condition limits development to a maximum density of 1.85 dwelling units per acre. (Proffered Condition 8)

The proffered conditions address the impacts of this proposed development on necessary capital facilities, as outlined in the Zoning Ordinance and Comprehensive Plan. Specifically, the need for transportation, schools, parks, libraries and fire stations is identified in the County's adopted Public Facilities Plan, the Thoroughfare Plan and Capital Improvement Program and the impact of this development is discussed herein. The proffered conditions adequately mitigate the impact on capital facilities thereby insuring adequate service levels are maintained as necessary to protect the health, safety and welfare of County citizens.

Given these considerations, approval of this request is recommended.

CASE HISTORY

Planning Commission Meeting (6/15/04):

The applicant accepted the recommendation. There was opposition present. Concerns were expressed relative to the impact on schools; extension of Horseshoe Bend Drive; impacts on wildlife and the possibility of a cemetery on the property.

In response to questions by Commissioners, staff explained that a new elementary school to be built in 2008 and boundary changes will relieve overcrowding at Harrowgate Elementary School. It was further noted that the traffic generated by the proposed development will not exceed 1,500 average daily trips on Horseshoe Bend Drive, consistent with the Commission's policy.

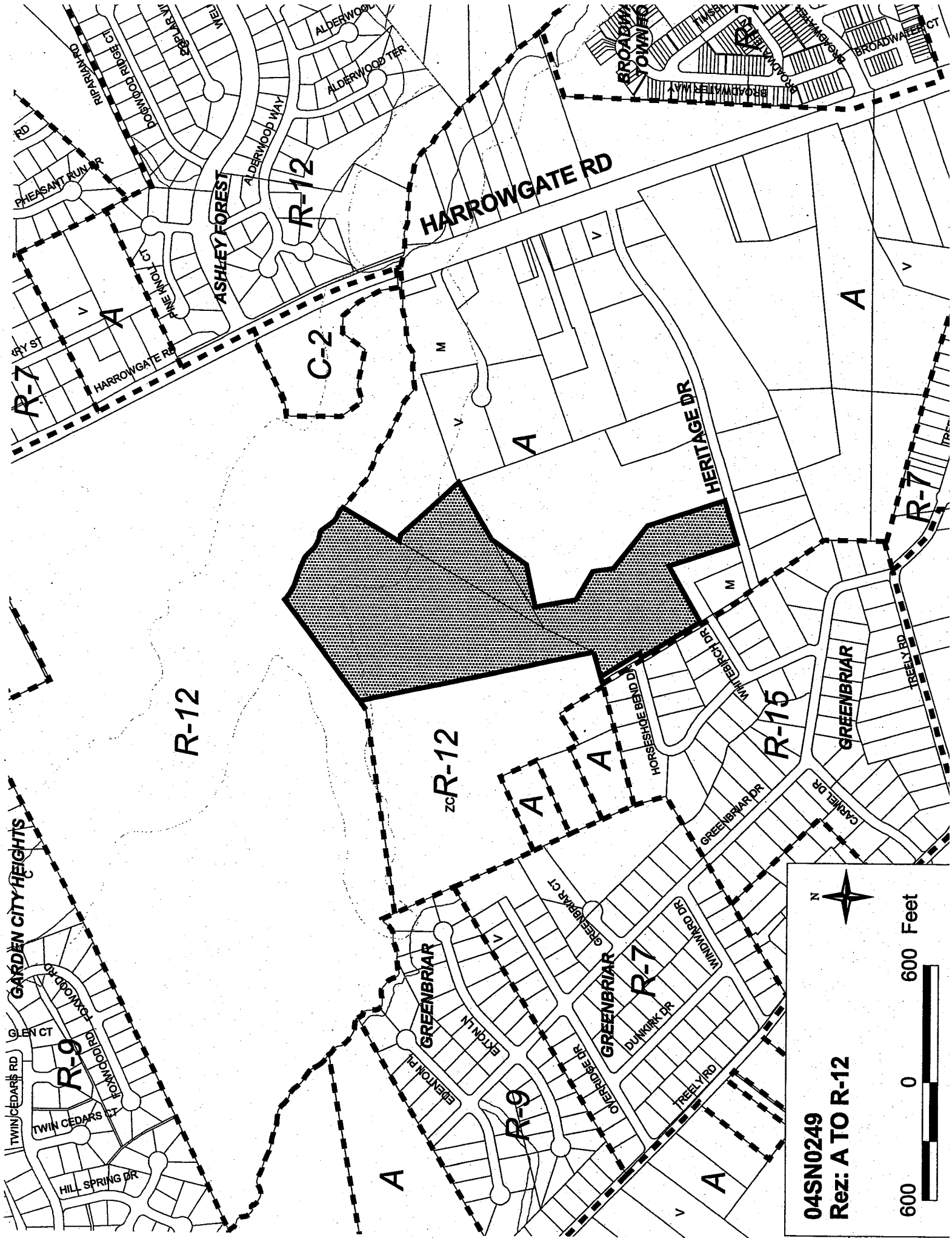
Mr. Bass noted that construction of a new elementary school is dependent upon approval of a bond referendum.

On motion of Mr. Wilson, seconded by Mr. Litton, the Commission recommended approval and acceptance of the proffered conditions on pages 2 and 3.

AYES: Messrs. Gecker, Litton, Gulley and Wilson.

NAY: Mr. Bass.

The Board of Supervisors, on Wednesday, July 28, 2004, beginning at 7:00 p.m., will take under consideration this request.



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Rez: A TO R-12